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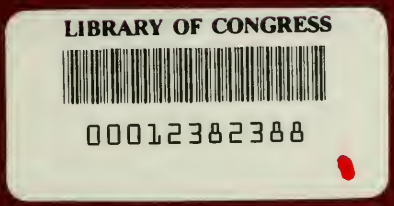

64TH CONGRESS, 1st Session. } HOUSE OF REPRESENTATIVES. { REPORT No. 700.

NATIONAL PARK SERVICE.

MAY 17, 1916.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed.

Mr. RAKER, from the Committee on the Public Lands, submitted the following

REPORT.

[To accompany H. R. 15522.]

The Committee on the Public Lands, having had under consideration H. R. 8668 and H. R. 434, bills to establish a national park service, and for other purposes, recommend that H. R. 15522, which embodies the amendments adopted by the committee as a substitute for the bills H. R. 8668 and H. R. 434, do pass.

The bill H. R. 15522 is as follows:

A BILL To establish a national park service, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby created in the Department of the Interior a service to be called the national park service, which shall be under the charge of a director, who shall be appointed by the Secretary and who shall receive a salary of $5,000 per annum. There shall also be appointed by the Secretary the following assistants and other employees at the salaries designated: One assistant director, at $2,500 per annum; one chief clerk, at $2,000 per annum; one draftsman, at $1,800 per annum; one messenger, at $600 per annum; and, in addition thereto, such other employees as the Secretary of the Interior shall deem necessary: *Provided*, That not more than $8,100 annually shall be expended for salaries of experts, assistants, and employees within the District of Columbia not herein specifically enumerated unless previously authorized by law. The service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

SEC. 2. That the director shall, under the direction of the Secretary of the Interior have the supervision, management, and control of the several national parks and national monuments which are now under the jurisdiction of the Department of the Interior and the Department of Agriculture, and of the Hot Springs Reservation in the State of Arkansas, and of such other national parks and reservations of like character as may be hereafter created by Congress: *Provided*, That in the supervision,

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management, and control of national monuments situated within or contiguous to national forests the Secretary of Agriculture may cooperate with said national-park service to such extent as may be requested by the Secretary of the Interior.

SEC. 3. That the Secretary of the Interior shall make and publish such rules and regulations as he may deem necessary or proper for the use and management of the parks, monuments, and reservations under the jurisdiction of the national-park service, and any violations of any of the rules and regulations authorized by this act shall be punished as provided for in section fifty of the act entitled "An act to codify and amend the penal laws of the United States," approved March fourth, nineteen hundred and nine, as amended by section six of the act of June twenty-fifth, nineteen hundred and ten (Thirty-sixth United States Statutes at Large, page eight hundred and fifty-seven). He may also, upon terms and conditions to be fixed by him, sell or dispose of timber in those cases where in his judgment the cutting of such timber is required in order to control the attacks of insects or diseases or otherwise conserve the scenery or the natural or historic objects in any such park, monument, or reservation. He may also provide in his discretion for the destruction of such animals and of such plant life as may be detrimental to the use of any of said parks, monuments, or reservations. He may also grant privileges, leases, and permits for the use of land for the accommodation of visitors in the various parks, monuments, or other reservations herein provided for, but for periods not exceeding twenty years; and no natural curiosities, wonders, or objects of interest shall be leased, rented, or granted to anyone on such terms as to interfere with free access to them by the public: *Provided, however*, That the Secretary of the Interior may, under such rules and regulations as he may prescribe, grant the privilege to graze live stock within any national park, monument, or reservation herein referred to when in his judgment such use is not detrimental to the primary purpose for which such park, monument, or reservation was created.

SEC. 4. That all acts or parts of acts inconsistent herewith are hereby repealed: *Provided*, That nothing in this act contained shall affect or modify the provisions of the act approved February fifteenth, nineteen hundred and one, entitled "An act relating to rights of way through certain parts, reservations, and other public lands."

The bill (H. R. 15522) recommended for passage provides for a coherent organization in Washington and in the field of a service to the end that it shall "promote and regulate the use of the Federal areas known as national parks, monuments, and reservations by such means and measures as conform to the fundamental purpose of the aforesaid parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein, and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

The growing appreciation of the national assets found in the national parks and monuments is evidenced by the vast increase of visitors. The great trend toward the parks means retaining in this country the millions expended by our tourists in foreign travel previously spent abroad. This economic value of the parks is only recently coming to be realized. It is a factor of importance, in addition to the benefits to our people in their outdoor education and exercise. With equal scenery we are lagging far behind the European countries, notably Switzerland, and are outclassed by the development of park travel and park use in Canada.

Notwithstanding the great extent and value of our park areas, there has not been, nor is there at present any organization sufficiently complete or adequate to handle the various administrative phases. The parks are now managed in the Department of the Interior by an assistant to the Secretary, whose work in this line is merely by assignment, and whose tenure of office is subject to the tenure of the Secretary of the Interior. The clerical force is collected from various

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employees in the department in accordance with their aptitude, but they are unable to devote all of their time to the specific tasks of this service.

There is a lack of flexibility in the field service, and the great work that is going on has been performed in a haphazard way. The success of recent efforts has been due largely to unexpected volunteer service, and to extra work by those already holding responsible and laborious positions. In this bill the committee in section 1 has specified the salaries as follows: Of the director, $5,000 per annum; an assistant director at $2,500 per annum; a chief clerk at $2,000 per annum; one draftsman at $1,800 per annum, and one messenger at $600 per annum; or a total of $11,900. It was brought out in the hearings that for the present, the needed office expense in Washington will amount approximately to $19,980.

Inasmuch as it would be impossible, without an experience derived from actual operation, to specify exactly the clerical force needed, the bill can only provide for a general fund for assistants other than those specifically named, bringing the total amount to be expended in Washington to $20,000 (or $8,100 in addition to specified salaries), which the committee regards as the least amount that can be considered adequate. The bill provides for turning over into the national-park service at the discretion of the Secretary, any or all of the field employees, and gives him the same latitude of appointment and control of the field force that he now has. Under the customs of the Appropriations Committee, specified amounts are annually appropriated for each of the several parks, based upon their several needs, and the bill neither adds to the present appointing power of the Secretary nor detracts therefrom, except as it provides for an office force in the District of Columbia, which is specifically limited in amount to total salaries of $20,000 per annum.

The bill provides for the management and improvement under the national park service of all the national parks and the national monuments which are now under the jurisdiction of the Department of the Interior and the Department of Agriculture, and includes the Hot Springs Reservation in the State of Arkansas, which is under the Department of the Interior.

It was the unanimous opinion of the committee that there should not be any conflict of jurisdiction as between the departments of such a nature as might interfere with the organization and operation of the national parks, which are set apart for the public enjoyment and entertainment, as against those reservations specifically created for the conservation of the natural resources of timber and other national assets, and devoted strictly to utilitarian purposes, in the vastly greater areas, known as national forests.

The segregation of national-park areas necessarily involves the question of the preservation of nature as it exists, and the enjoyment of park privileges requires the development of adequate and moderate-priced transportation and hotel facilities. In the national forests there must always be kept in mind as primary objects and purposes the utilitarian use of land, of water, and of timber, as contributing to the wealth of all the people.

The Secretary of Agriculture expresses the opinion that certain of the smaller monuments situated in the national forests should be maintained under Forest Service, until such time as they may become objects of large public interest, and public attraction; to meet which suggestion provision has been made in the bill for due cooperation between the two departments, subject always to request for assistance of the Forest Service by the Secretary of the Interior, with whom properly lies jurisdiction over the parks and monuments.

The Secretary of Agriculture in his letter of May 16, 1916, practically indorses this contention in his statement, as follows:

> Unquestionably, the Grand Canyon should be established as a national park and placed under the direct administration of the national-park service. Such a plan and measure would meet with the department's earnest approval. In addition, the Mount Olympus National Monument, which is the only other monument under the administration of this department embracing any considerable area, should be given careful consideration as a possible national park, and if not included in such park by congressional action, should be restored to its original status as national forest land. If it should eventually be found desirable to transfer to the park service any of the other nine national monuments in the national forests, this may be accomplished at any time for any particular area by the issuance of a presidential proclamation vacating the national forest withdrawal in so far as it covered the national-monument area. This would have the effect of transferring jurisdiction to the national-park service.

In these words, the Secretary of Agriculture has specifically stated that the time may come when, in his opinion, jurisdiction over all monuments as well as parks should be transferred to the proposed park service under the Interior Department. The unanimous opinion of the Committee on the Public Lands is to the effect that this time has already come, and we respectfully submit that the bill herewith reported provides for all proper and needed cooperation between the departments as is suggested by both Secretaries.

No provision is made for transferring to the care of the proposed park service the two national monuments now administered by the War Department. First, the Big Horn battle field has merely historical interest. There are 5 acres of ordinary rough country set aside in commemoration of the Custer massacre, and second, the Cabrillo monument in California, consisting of 1 acre, was donated to the Government by a private individual as a memorial to the explorer. Neither of these monuments possesses features that are liable to be destroyed, and as they are no burden upon the War Department, the committee believes that it would be best to leave them in their present situation.

Section 3 gives the Secretary of the Interior authority to make and publish rules and regulations, and also refers to the act of March 4, 1909, as amended by section 6 of the act of June 25, 1910, which states the penalties to be visited upon those who injure or deface the parks and monuments.

The growing popularity of the parks is evidenced by figures showing the visitors in the year 1915, as follows:

Visitors to national parks, 1908 to 1915.

Name of park.	1908	1909	1910	1911	1912	1913	1914	1915
Yellowstone National Park	19,542	32,545	19,575	23,054	22,970	24,929	20,250	51,895
Yosemite National Park	8,850	13,182	13,619	12,530	10,884	13,735	15,145	33,452
Sequoia National Park	1,251	854	2,407	3,114	2,923	3,823	4,667	7,647
General Grant National Park	1,773	798	1,178	2,160	2,240	2,756	3,735	10,523
Mount Rainier National Park	3,511	5,968	8,000	10,306	8,946	13,501	15,038	35,166
Mesa Verde National Park	80	165	250	206	230	280	502	663
Crater Lake National Park	5,275	4,171	5,000	4,500	5,235	6,253	7,096	11,371
Wind Cave National Park	3,171	3,216	3,387	3,887	3,199	3,988	3,592	2,817
Platt National Park	26,000	25,000	25,000	30,000	31,000	35,000	30,000	20,000
Sullys Hill National Park	250	190	190	200	200	300	500	1,000
Hot Springs Reservation	.....	.....	120,000	130,000	135,000	135,000	125,000	115,000
Glacier National Park	.....	.....	.....	4,000	6,257	12,138	14,168	14,265
Rocky Mountain National Park	.....	.....	.....	.....	.....	.....	.....	31,000

In conclusion, the committee would reprint the last paragraph submitted by the Secretary of the Interior, which goes to the question of the expense of administration, and which the committee has every reason to accept:

It should be possible to administer these reservations along one general comprehensive line instead of having to deal with each separate reservation as an independent entity without any relation to any other reservation, which latter arrangement is, to my mind, unbusinesslike and inefficient. I have given this matter considerable thought, as has my assistant, who is particularly interested in and devoted to the promotion of our national parks and monuments, and it is believed that H. R. 15522 will obviate a great many of the difficulties we have encountered in the past in administering these reservations to the best advantage. It involves no additional expenditure by the Government, but, on the other hand, should effect economy.

The committee is of the opinion that plans now being carried out will tend more and more to make the parks self-sustaining, without extortion or unreasonable charge on the traveling public, merely by organization and control of the concessionaires. The subject of concessions is taken into account in section 3, where it is provided that the Secretary of the Interior may "grant privileges, leases, and permits for the use of land for the accommodation of visitors in the various parks, monuments, or other reservations herein provided for, but for periods not exceeding 20 years."

Under the terms of concessions already granted the public is insured good service and reasonable charges, and the revenues thus secured amounted in the aggregate for the year 1915 to $173,554.88.

The committee believes that through the organization and establishment of a park service we shall make our home country a place worthy of retaining our own tourists and securing others, and that we shall also create a knowledge of the land we possess, which will develop a higher patriotism.

The bill H. R. 15522 as approved by the committees in place and stead of bills H. R. 434, by Mr. Raker, and H. R. 8668, by Mr. Kent, was submitted to Hon. Franklin K. Lane, Secretary of the Interior, for consideration and report, and thereafter on the 10th day of May, 1916, Hon. Franklin K. Lane, Secretary of the Interior, made report

thereon to Hon. Scott Ferris, chairman Committee on the Public Lands, which report is as follows:

DEPARTMENT OF THE INTERIOR,
Washington, May 10, 1916.

MY DEAR MR. FERRIS: I have your request for report upon H. R. 15522, "A bill to establish a national-park service, and for other purposes."

There are administered by this department 13 national parks, with a total area of over 4,600,000 acres, 19 national monuments, with an area of about 85,000 acres, and the Hot Springs Reservation in the State of Arkansas. These various reservations have been created from time to time under laws which are not uniform. For administrative purposes each of the reservations is a separate and distinct unit. This is so even to the extent that it is not possible under existing law to transfer a ranger from one part or monument to another, although such action might for various reasons be desirable or necessary.

The general administrative work, preparation of concession contracts, preparation of regulations governing the reservations, consideration of legal questions that arise, disbursement of money, etc., is handled by a few employees of the office of the chief clerk of the department, practically all of whom have other departmental duties to perform, making it impossible for them to devote more than part of their time to the work of considering the details of the administration of the national parks and monuments.

As your hearings on the matter of establishing a national-park service developed, the activities in the various parks have increased greatly in recent years, the number of our people visiting the parks being steadily on the increase. This, of course, has resulted in additional work to be done at Washington, and to such an extent that we have been hampered for lack of assistance here.

It should be possible to administer these reservations along one general comprehensive line instead of having to deal with each separate reservation as an independent entity without any relation to any other reservations, which latter arrangement is, to my mind, unbusinesslike and inefficient. I have given this matter considerable thought, as has my assistant, who is particularly interested in and devoted to the promotion of our national parks and monuments, and it is believed that H. R. 15522 will obviate a great many of the difficulties we have encountered in the past in administering these reservations to the best advantage. It involves no additional expenditure by the Government, but, on the other hand, should effect economy.

I therefore strongly urge upon your committee and upon Congress the pressing necessity for the early enactment of this legislation.

Cordially, yours,

FRANKLIN K. LANE, *Secretary.*

Hon. SCOTT FERRIS,
Chairman Committee on the Public Lands,
House of Representatives.

The substitute bill adopted by the committee was referred by the Committee on the Public Lands to Hon. David F. Houston, Secretary of Agriculture, for consideration and report thereon to the committee, and thereafter, on the 16th day of May, 1916, Hon. David F. Houston, Secretary of Agriculture, submitted report to Hon. Scott Ferris, chairman Committee on the Public Lands, which report is as follows:

DEPARTMENT OF AGRICULTURE,
Washington, May 16, 1916.

Hon. SCOTT FERRIS,
Chairman Committee on the Public Lands,
House of Representatives.

DEAR MR. FERRIS: Receipt is acknowledged of a copy of H. R. 15522, "To establish a national park service," together with a request that this department submit a report thereon, with such suggestions and recommendations as it may desire to make.

This measure, it is understood, is proposed in lieu of H. R. 8668. This department is heartily in favor of the establishment of a national park service, and in its report of February 12 expressed itself favorable to such action. The report of the department on the previous bill expressed disapproval of the provision for a direct transfer to another department of such monuments as are now under national forest withdrawal and form a part of existing national forests. The report of the Secretary of the Interior on H. R. 8668 suggested an amendment consistent with the position of this

department and which would meet the difficulties set forth in our previous report. The report of the Secretary of the Interior on the former bill recommended as follows:

"After the word 'monuments' on line 12, page 1, insert 'now under the jurisdiction of the Department of the Interior and of.'"

In conformity with previous recommendation this department, therefore, will offer no objection to H. R. 8668 as amended by the Secretary of the Interior. Correspondingly the measure now before the department, H. R. 15522, would be in satisfactory form if amended by striking out the words, "and the Department of Agriculture," from lines 19 and 20, page 2, and inserting the word "such" after the word "of" in line 24, page 2.

It is the department's idea that eventually the national monument area remaining under the administration of this department will be greatly reduced. Unquestionably the Grand Canyon should be established as a national park and placed under the direct administration of the national park service. Such a plan and measure would meet with the department's earnest approval. In addition, the Mount Olympus national monument, which is the only other monument under the administration of this department embracing any considerable area, should be given careful consideration as a possible national park, and if not included in such park by congressional action, should be restored to its original status as national forest land. If it should eventually be found desirable to transfer to the park service any of the other nine national monuments in the national forests, this may be accomplished at any time for any particular area by the issuance of a presidential proclamation vacating the national forest withdrawal in so far as it covered the national monument area. This would have the effect of transferring jurisdiction to the national park service.

If amended as suggested above, this measure would have the very hearty indorsement of this department.

Very truly, yours,

D. F. Houston, *Secretary.*

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